



• *Homes in North Waverly.*

2

An Expanded Supply of Housing

Waverly will institute programs to expand its housing supply, designed to meet its population potential.

The growth of major industries and employment opportunities in Waverly and its surrounding area could generate a significant demand for new housing. However, the city has not experienced development activity sufficient to capture this potential demand. One result of this is a vanishingly small vacancy rate, only 1.6% in 1990. In reality, this rate means that the city has no available housing. In the absence of new development, the community will be unable to market itself to potential new residents.

Development of new housing stock is critical to Waverly's ability to grow. The city's strategic planning process has highlighted residential development as a top community priority. A twofold strategy becomes necessary, one that is directed to both producers and consumers. Homebuilders and developers must be persuaded to consider Waverly as a potential market, resulting in a building of supply. On the other hand, the attractions of living in Waverly must be marketed to consumers, in order to absorb newly developed housing and encourage continued residential development.

This chapter focuses on the housing component of regional growth, analyzing the current situation and projecting future housing development targets for the community. It then proposes strategies which, if implemented, will relieve the city's housing shortages and encourage the development of an expanded housing supply.

■ Goals

In working to meet challenges and opportunities created by its housing demands and market characteristics, Waverly should:

■ Expand the city's supply of new housing.

The growth of industry in Waverly creates a significant potential demand that the city's extremely tight housing supply cannot absorb. As a result, prospective new residents are unable to find housing. This limits the city's potential for population growth and directs possible residents and workers in the area to more available housing in eastern Lincoln neighborhoods. Waverly has developed the infrastructure necessary to accommodate expanded housing development. It must, however, achieve marketplace acceptance as a potential residential location.

An element in the production of housing is affordability. However, Waverly's primary problem does not require subsidies in a depressed residential market. Rather, it must encourage participation in a potentially strong housing environment. Thus, programs that shift or cushion risks may be more useful than deep subsidy programs.

■ Promote a variety of housing types to meet residential demand.

Meeting housing demands in Waverly will require a variety of housing types. In 1990, about 79% of the city's housing was owner occupied. The city provides only 123 renter occupied units, many of which are located in only two developments. The lack of availability of rental housing closes an opportunity for young singles or households to form an association with Waverly which may later result in their permanent investment in the community through home purchase.

Waverly, then, should encourage a competitive range of housing forms, including rental and owner-occupied housing. It may also provide unique settings and larger lots, forms that are generally not available in competitive environments.

■ Goals

■ **Assure that new residential areas provide residents with good services and a high quality of life.**

Many communities, faced with high housing demand at a specific point in time, have either relaxed standards or acted from a short-term, crisis perspective. Waverly should maintain its reputation as a distinctive town with a high quality of life for its residents. Ultimately, this special quality is one of the community's greatest resources as it markets itself in a competitive environment. It is important that new housing development be placed within the context of the city's environmental quality. This means that growth should be encouraged within the structure of the city's overall development plan.

In addition, newly developing areas must provide the long-term improvements and facilities necessary to make them good neighborhoods far into the future. Thus, good utility services, park facilities, transportation systems, and support resources are vital elements of building future communities.

■ **Provide the maximum possible benefit for each dollar of public investment.**

Waverly has demonstrated a willingness to make significant public investments to encourage community growth through the development of excellent infrastructure systems. This spirit has built the foundation for new growth. In the future, it is essential that precious public dollars be invested for maximum return. Thus, new residential development should make use of existing systems through incremental extensions. A compact pattern of development helps to assure more cost-effective public investments, as well as longer term savings in providing continuing public services. In addition, the city will need to work toward removing obstacles that block community growth.

■ Facts and Analysis

This section examines important housing market issues that will affect policy development for Waverly. This analysis will lead to conclusions about current housing issues and future challenges for the city.

Existing Housing Market Characteristics

This discussion will examine features of the city's present housing supply. Factors that relate to housing conditions and the markets within specific neighborhoods are considered in Chapter Five, addressing the theme "A City of Strong Neighborhoods."

■ **Waverly added housing at the rate of about 23 units annually during the 1970's. This rate dropped dramatically during the 1980's.**

Table 2-1 summarizes housing supply and occupancy changes in Waverly between 1970 and 1990. The city experienced its greatest increase in total housing supply during the 1970's, a decade that also experienced a large proportionate increase in total population. In spite of this active housing construction market, vacancy decreased in Waverly between 1970 and 1980, indicating healthy overall growth in households and suggesting a continuing strong demand for housing in the town.

During the 1980's, on the other hand, growth in total housing declined to about a third of its 1970's level. During this decade, the city added a net total of 72 units, compared with an increase of 228 households during the 1970's. The result was a decline in an already low vacancy rate, from 2.8% in 1980 to 1.6% in 1990.

■ **The rate of single-family construction has increased slightly in Waverly since 1990. The majority of this development falls within moderate price ranges.**

Table 2-2 summarizes the recent experience of single-family housing development in Waverly. Construction activity has increased significantly since 1990. Between 1990, the city has experienced 27 single-family housing starts, over half of those experienced during the last ten years. The average value of a single-family permit has varied generally from \$55,000 to \$60,000 during the last three years, an increase from earlier years generally consistent with a modest rate of

■ Facts and Analysis

TABLE 2-1: Housing Occupancy and Supply Characteristics, 1970-1990

	1970	1980	1990	Change, 1970-1980	Change, 1980-1990
Total Units	335	563	635	+300	+72
Owner Occupied	269	438	502	+233	+64
% Owner	80.3	77.8	79.1		
Renter Occupied	52	109	123	+71	+14
% Renter	15.5	19.9	19.4		
Vacant	14	16	10	-4	-6
% Vacant	4.2	2.8	1.6		

Source: U.S. Bureau of the Census.

inflation. It is important to note that the value of a building permit is significantly less than the final purchase price of the home. This experience suggests that while single-family development has grown in the city, it tends to be focused on moderately priced single-family development.

■ Multi-family development is proceeding at a very low rate and primarily in very small projects.

Table 2-3 summarizes multi-family development in Waverly since 1982. Only eight multi-family housing units received permits since 1982, accounting for only 13.8% of all new units built during the last ten years.

■ Housing values and rents in Waverly are comparable to those in Lincoln and have increased at a rate commensurate with those of similarly located communities.

Housing value increased moderately in Waverly during the 1980's. In 1990, owner-occupied housing in the community had a median value of \$59,100, representing an increase of 28.2% from average 1980 values. This median value is slightly below that of Lincoln. Generally, values in Lincoln appreciated at a slightly higher rate than those of Waverly. In addition, a comparison between Waverly and other communities near metropolitan cities suggests that values increased at a lower rate in Waverly during the 1980's, but remain significantly higher. Table 2-4 compares changes in the value of housing for Waverly, Lincoln, and other

■ Facts and Analysis

**TABLE 2-2: Single-Family Permits for Waverly
1982-1992**

Year	# Permits Single Family	\$ Total Value	\$ Mean Value
1992	9	533,420	59,268
1991	10	565,700	56,570
1990	8	518,000	64,750
1989	3	170,000	56,667
1988	5	264,000	52,800
1987	0	0	---
1986	3	164,000	54,667
1985	3	156,500	52,167
1984	1	53,000	53,000
1983	2	97,000	48,500
1982	6	377,000	62,833
	50	2,898,620	57,972

Source: City of Waverly.

**TABLE 2-3: Multi-Family Permits for Waverly,
1982-1992**

Year	# MF Units	Total \$ Value	Mean Value \$ per Unit
1992	0	NA	NA
1991	0	NA	NA
1990	0	NA	NA
1989	0	NA	NA
1988	4	65,000	16,250
1987	0	NA	NA
1986	0	NA	NA
1985	0	NA	NA
1984	0	NA	NA
1983	0	NA	NA
1982	4	135,000	33,750
Total	8	200,000	25,000

Source: City of Waverly.

towns on the edge of the Omaha and Lincoln metropolitan areas.

Rents in Waverly, on the other hand, increased at very high rates compared to those of comparable towns. Median rents of \$173 in 1980 grew to \$320 in 1990, an increase of about

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85%. This increase results in rent levels that are comparable to Lincoln. Market rents in Waverly are challenged only by those in Gretna, a very similar community on the southwestern edge of the Omaha metropolitan region; and are far above those exhibited by other communities such as Wahoo, Ashland, and Seward. This substantial increase in rents is indicative of a community with a very low vacancy rate, experiencing significant unmet demands for rental housing. Generally, Waverly exhibits housing price trends that are more like those of metropolitan areas than non-metropolitan communities.

TABLE 2-4: Comparative Housing Value Trends, Waverly and Other Communities

	Median Home Value			Median Contract Rent		
	1980	1990	% change	1980	1990	% change
Waverly	46,100	59,100	28.2			
Lincoln	46,700	61,700	32.1	173	320	85.0
Wahoo	32,400	43,500	34.3	192	323	68.2
Ashland	30,700	41,800	36.1	135	223	65.2
Gretna	35,800	54,400	52.0	128	211	64.8
Seward	43,000	54,100	25.8	182	313	72.0

Source: U.S. Bureau of the Census.

Table 2-5 examines the distribution of values for housing in the same six communities. The lower quartile is the value or rent below which only 25% of all units in the city fall; the upper quartile is a value or rent that is higher than that of 75% of the city's housing units. Half of all units fall above or below the median.

An analysis of single family housing reveals that of these comparable communities in the region, Seward have the widest distribution of housing values around their respective means. In contrast, single family housing in Waverly exhibits a very tight distribution of housing values around its mean value. Indeed, only 25% of all Waverly's owner-occupied housing has a value below \$50,600. This underscores the general homogeneity and good quality of the city's single-family housing.

In contrast, Waverly exhibits a comparatively wide distribution of rents. In this area, Waverly exhibits the

■ Facts and Analysis

TABLE 2-5: Housing Value Distribution, Waverly and Other Communities, 1990.

	Home Value			Contract Rent		
	Low Quart	Median	High Quart	Low Quart	Median	High Quart
Waverly	50,600	59,100	71,000	220	320	395
Lincoln	48,000	61,700	80,400	257	323	397
Wahoo	31,700	43,500	57,500	166	223	283
Ashland	29,100	41,800	55,500	150	211	265
Gretna	45,800	54,400	64,000	256	313	394
Seward	40,300	54,100	71,300	192	273	331

Source: U.S. Bureau of the Census.

largest differences between the most expensive and the least expensive multi-family units. In addition, average rent levels in Waverly are higher than all others in the sample with the exception of Lincoln.

The rent distributions suggest that rental housing is a hybrid market in Waverly. At the low end, rents resemble those in "stand-alone" non-metropolitan communities. At the high end, they are very similar to metropolitan rent levels. This, in turn, suggests opportunities that make new, unassisted rental construction economically feasible on a large scale. A quarter of the city's rental housing supply has rents in excess of \$395. Generally, rent levels in the range of \$400-\$450 are necessary to support unassisted development.

■ Generally, most owner occupied housing in Waverly tends to cluster in upper-middle price ranges. On the other hand, rental housing most frequently priced in lower-middle ranges.

Tables 2-6 and 2-7 display the 1990 distribution of values and contract rents for housing in Waverly. About 60% of the city's single-family housing was clustered in the narrow band of values between \$50,000 and \$75,000 in 1990. Housing in these ranges is affordable to people earning from \$25,000 to \$40,000 per year. Similarly, rental housing tends to cluster in middle ranges. About half of the city's rental housing is priced between \$300 and \$450 per month. This is generally affordable to households earning between \$12,000 and \$22,000 annually.

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TABLE 2-6: Owner Occupied Housing Values, Waverly, 1990.

Value Range	Number of Units	% of Total
Under \$15,000	0	0.0
\$15,000-19,999	4	0.8
\$20,000-29,999	8	1.6
\$30,000-34,999	3	0.6
\$35,000-39,999	8	1.7
\$40,000-44,999	31	6.5
\$45,000-49,999	52	10.8
\$50,000-59,999	141	29.4
\$60,000-74,999	146	30.4
\$75,000-99,999	72	15.0
\$100,000-124,999	7	1.5
\$125,000-149,999	0	0.0
Over \$150,000	2	0.4

Source: Bureau of the Census.

TABLE 2-6: Renter Occupied Units, Distribution of Contact Rents, Waverly, 1990

Rent Range	Number of Units	% of Total
Under \$100	11	8.9
\$100-149	5	4.1
\$150-199	8	6.5
\$200-249	14	11.4
\$250-299	11	8.9
\$300-349	25	20.3
\$350-399	16	13.0
\$400-449	22	17.9
\$450-499	2	1.6
Over \$500	4	3.2
No Cash Rent	5	4.1

Source: Bureau of the Census.

■ Facts and
Analysis**Housing Demand Projections**

Population forecasts and scenarios for Waverly appear in Chapter One under the theme, "A Share of Regional Growth," and are summarized for several migration options in Table 1-7. The table indicates that Waverly's population will increase slightly during the next twenty years merely as the result of natural population change, an excess of births over deaths. However, the city can achieve specific population targets by generating specific levels of in-migration through housing development and marketing policies. Scenarios proposing 6% and 10% in-migration rates per decade and a moderate birth rate produces populations of 2,147 and 2,231 respectively within ten years.

Tables 2-9 and 2-10 present projected ten year housing demands for these scenarios. Year One represents the 1990 base census year. These projections are based on the following methods and assumptions:

- The basic method used in projecting annual demands are to compare the number of units needed in a given year (number of households + projected vacancy rate) with the number of units available during that year (housing supply during the year less the units that leave the housing supply and must be replaced. Twenty-year demands are based on multiples of the ten year demand computed in this section.
- Household size in Waverly is expected to decline slightly through the year 2000. The 1990 proportion of 2.92 people per household is projected to decline to 2.84 within ten years.
- The city's non-household population (people in institutions, group quarters, or nursing homes) does not produce a demand for conventional housing. These forecasts project that the non-household population will remain at its 1990 proportion for the next ten years.
- Waverly's current vacancy rate of 1.6% represents full occupancy of all available housing. In order to provide enough housing to create a serious, competitive market, vacancy rates of 6% within ten years are factored into the forecast model.
- Between 1980 and 1990, Waverly experienced virtually no

■ Facts and Analysis

losses of housing units. The projections forecast that two units will leave the housing supply annually during each of the next ten years.

These projections indicate a ten-year requirement ranging from 170 to 200 units, an annual rate of about 20 units. This is about three times higher than Waverly's average of six units annually during the last ten years and about two times the level since 1990. However, this development level is slightly less than that experienced by the city during the 1970's. Based on rental housing needs, about 30% of these units should be multi-family.

Summary

The analysis of the Waverly housing market indicates that:

- The city's housing production is not keeping up with current demands, making the housing market steadily tighter.
- Waverly's lack of housing production has resulted in full housing occupancy, making it virtually impossible for prospective residents to find a home in the community.
- The city has experiences higher housing values and rents

**TABLE 2-9: Projected Ten Year Housing Development Plan
6% Migration Growth Scenario**

	Base	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10
Population	1869	1896	1922	1949	1975	2002	2031	2060	2089	2118	2147
Household Pop	1824	1850	1876	1902	1928	1954	1982	2010	2039	2067	2095
People/household	2.92	2.91	2.90	2.89	2.88	2.87	2.86	2.85	2.85	2.84	2.84
Household demand	625	636	647	658	669	681	693	705	715	728	738
Vacancy rate	1.6	2.0	3.0	3.5	4.0	4.5	5.0	5.0	5.5	5.5	6.0
Total unit needs	635	649	667	682	697	713	730	743	757	770	785
Available from previous year	Base	635	649	667	682	697	713	730	743	757	770
Lost Units	---	2	2	2	2	2	2	2	2	2	2
Total Units Available	635	633	647	665	680	695	711	728	741	755	768
Annual Need	Base	16	20	17	17	18	19	15	16	15	17
Cumulative Need	---	16	36	53	70	88	107	122	138	153	170

■ Facts and Analysis

than most other similarly situated communities and most closely resembles the pricing behavior of Lincoln. Housing values and costs are more like those of metropolitan areas than stand-alone, non-metropolitan communities.

- During the next ten years, the city will need to produce housing at the rate of 17 to 20 units per year to take advantage of its potential for population growth. This required rate will range from 15 to 20 units annually for the next ten years. The slight change reflects building the city's vacancy rate up to about 6% by the year 2000.

**TABLE 2-9: Projected Ten Year Housing Development Plan
10% Migration Growth Scenario**

	Base	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10
Population	1869	1903	1937	1972	2006	2040	2078	2116	2155	2193	2231
Household Pop	1824	1857	1891	1924	1957	1991	2028	2065	2103	2140	2177
People/household	2.92	2.91	2.90	2.89	2.88	2.87	2.86	2.85	2.85	2.84	2.84
Household demand	625	638	652	666	680	694	709	725	738	754	767
Vacancy rate	1.6	2.0	3.0	3.5	4.0	4.5	5.0	5.0	5.5	5.5	6.0
Total unit needs	635	651	672	690	708	726	746	763	781	797	816
Available from previous year	Base	635	651	672	690	708	726	746	763	781	797
Lost Units	—	2	2	2	2	2	2	2	2	2	2
Total Units Available	635	633	649	670	688	706	724	744	761	779	795
Annual Need	Base	18	23	20	20	20	22	19	20	18	21
Cumulative Need	—	18	41	61	81	101	123	142	162	180	201

■ Policies and Actions

This section establishes a strategy designed to address Waverly's housing challenges and opportunities. Elements of this strategy include:

- Creation of an organizational structure to encourage private development of affordable housing in Waverly.
- Reservation of adequate land and locations to assure competitive pricing of developable parcels.
- Implementation of land use and zoning policies which encourage the development of moderately priced housing.

ORGANIZATIONAL FRAMEWORK

■ Waverly Housing Partnership

■ Housing Development Goals: Twenty Units Annually

■ Organizational Framework

In order to create the agencies necessary to promote the development of affordable housing, Waverly should implement the following policies:

1. Waverly Housing Partnership

Chapter One of the Waverly Plan recommended a housing development strategy aimed at capturing a proportionate share of the regional growth market for the community. This strategy will best be executed through the creation of a public/private Housing Partnership. The Partnership's highest priority should be accelerating the production of new housing in the community by private developers and builders; and the marketing of the community to potential new residents. The Partnership should be incorporated as a 501(c)(3) corporation, enabling it to accept tax-deductible charitable contributions.

Organizationally, the Partnership should have the following attributes:

- A broadly-based board of directors, including the bank and other institutions active in Waverly, major corporations and employers, city government, and housing and real estate industry representatives in the Lincoln metropolitan area.
- A part-time staff member dedicated to the implementation of the Partnership's programs.

■ Policies and
Actions

- Close working relationships and shared offices and support staffs with the Chamber of Commerce and/or city government.

• *The Partnership as a Catalyst*

In its capacity as a catalyst for private development, the Partnership should:

- Capitalize and administer the construction loan pool proposed in Chapter One. This loan pool would reduce the risk for private builders by providing a source of front-end capital. The pool would be repaid upon the sale of houses by builders, shifting the risk away from the contractor and toward the community. The need for the loan pool will diminish over time. However, in the short-term, it will help builders in the area become involved with a market that they perceive is essentially untested.

- Utilize existing external programs, such as the Federal Home Loan Bank affordable housing program, special subsidy programs of the Nebraska Investment Finance Authority, or the Community Investment Program of the Federal National Mortgage Administration. These programs provide low-interest loans for first-time homebuyers, second deferred payment mortgages to lower housing payments, and relaxation of downpayment requirements for mortgage loans purchased by the FNMA.

- Create a loan committee to administer the construction financing pool.

- Market the community and its programs to builders, realtors, and housing consumers. Each of these marketing targets are crucial to the success of an accelerated housing development program for Waverly.

2. Housing Development Goals: Twenty Units Annually

Through these techniques, the Waverly Housing Partnership should promote the annual development of 17 to 20 units annually over the next ten years, and 350 to 400 units cumulatively over the next twenty years. Generally, about 70% of this housing should be single-family and about 30% multi-family to build an adequate range of housing choices.

■ Policies and
Actions

COMMUNITY
DEVELOPMENT

■ Public Improvement
Financing

■ Neighborhood
Conservation

To the maximum degree possible, new housing development areas should integrate single-family and multi-family housing, locating apartments at desirable sites that are consistent with community structure and facilities.

■ Community Development

In order to minimize the cost of public improvements to targeted housing developments, Waverly should implement the following policies:

1. Public Improvement Financing

Waverly has built an excellent public infrastructure system, capable of accommodating the community growth proposed in this section. However, the city will occasionally be involved in the financing and development of supporting public improvements. This may be important in providing exceptional environments for living, that in turn help give the city an edge in competing for regional growth.

Potential financing tools include:

- *Tax Increment Financing.* This technique should be used in situations where a relatively "deep" subsidy is required for public improvements. TIF districts may be created within areas that are designated by the city as "blighted" under Nebraska state law. Within a TIF district, the tax basis of a site is frozen at pre-development levels. The added taxes created by development are then used to repay publicly-issued revenue bonds that financed public improvements and land acquisition. Thus, the future taxes created by a residential development pay for improvements, allow a pass-through of the savings directly to homeowners or indirectly to renters.

TIF diverts taxes that would go to all jurisdictions, including the school system, to help finance a specific project. Therefore, the technique should be used in a carefully targeted way. TIF is most appropriate for projects that would not otherwise occur without the assistance program. Potential projects include residential development in the north part of the city that may require a transition from industrial to residential land use, multi-family development, and some single-family development on small sites.

■ Policies and
Actions

• *Special Assessment Districts.* Special assessment districts should remain the primary method for public improvement financing for subdivisions in Waverly. Districts lend the front-end financing ability of the city to individual subdivisions. Under the special assessment technique:

- The city pre-annexes an area currently outside of the city limits that is about to undergo development.
- Public improvements are financed through a revenue bond issued by the city.
- These revenue bonds are then repaid by special assessments levied against each lot in the subdivision.

Assessment district financing is particularly appropriate in Waverly because of the city's good infrastructure network. As a result, most extensions or hook-ups are incremental and provide special benefits to the specific subdivision.

• *Public Funding.* In some situations, direct public financing of infrastructure and improvements may be required or desirable. This device will be necessary in projects that require significant subsidy, but in which the use of TIF is either unacceptable or unfeasible, or when the benefit of a public improvement flows to the general community rather than to a specific development. Examples of such projects include parks or open space systems that improve the amenities offered to a specific development area, but also have demonstrable and substantial general benefits to the public.

Public funding tools include general obligation bonds or appropriations of general funds; Community Development Block Grants, targeted to benefit projects that have a direct benefit to low and moderate income families; and the use of various state grant programs.

• *Negotiations and Relocation of Gas Lines.* Development to the east of the limit of current urbanization at 148th Street is limited by a Northern Natural Gas pipeline. Urban development in this desirable or buildable area may require the upgrading or relocation of this line. This action, potentially important to community growth patterns, will require negotiation between the pipeline company, the city, and potential developers. The details of this issue are discussed in Chapter Three of the Waverly Plan.

■ Policies and
Actions

2. Neighborhood Conservation

The preservation of existing neighborhoods and housing stock become especially important under conditions of housing shortages. Most of Waverly's housing stock is already in place. Indeed, its rehabilitation or preventive maintenance is the city's most cost-effective way of assuring a continued supply of good housing.

Waverly provides its residents with a number of excellent residential areas. The implementation of policies tailored to their specific needs will be important to their continued quality. Chapter Five, "A City of Strong Neighborhoods," examines neighborhoods and their housing in detail and proposes such policies for each part of the city.

LAND USE AND ZONING

■ Compact Development Pattern

■ An Established Urban Structure

■ An Adequate Residential Land Supply

■ Zoning Techniques

■ Land Use and Zoning

In order to provide opportunities for the development of affordable housing and assure that investments in projects are cost-effective, Waverly should implement the following policies:

1. Compact Development Pattern

Waverly has benefitted as a community from a relatively compact development pattern. This has helped the city grow as a unified community, has maintained convenient access to public facilities and features for most residents, and strengthened city government by allowing efficient, orderly provision of public services. Maintaining this sense of economy and compactness should be a key element of future land use policies. In addition, it will allow the city to take best advantage of existing infrastructure systems.

A compact development pattern will encourage development in areas that are served by incremental, relatively lower cost extensions of communities, and assure continued economies in the provision of city services.

2. An Established Urban Structure

Generally, subdivisions in Waverly will be built in relatively small increments, consistent with market demand and prudent risk taking by both the public and private sectors.

■ Policies and
Actions

While this strategy is logical economically, it requires careful coordination to be certain that the resulting development pattern makes sense and works together to create a physically unified community. Therefore, planning for growth in Waverly should define a physical structure of streets, open spaces, parks, and community facilities. This structure provides a framework that new development fits into, as well as an attractive overall vision of the Waverly of the future. Therefore, the community should approve development generally consistent with the growth vision established in the next chapter of this plan. It will help to assure the evolution of a beautiful and exemplary community, one which, over the long-term, will maintain its distinctiveness and edge in a competitive housing market.

3. An Adequate Residential Land Supply

Land costs can be a significant factor in determining housing costs. In Waverly, flood plains, gas lines, and the Interstate corridor tend to limit and direct the growth of the community. Within the principal of compact development, land use policy must designate about twice the projected land need for residential development during the next twenty years. These specific land demands are discussed in Chapter Three, "Growth in a Quality Environment."

To the degree feasible, land use policy should designate several growth centers that provide alternative housing locations. These options, within the context of a compact pattern, provide competition and help to prevent land prices in any one corridor from becoming excessively high.

4. Zoning Techniques

Zoning regulations for Waverly should be modified to create development options that can promote affordable housing or other distinctive housing types. These options include:

- *Cluster Subdivisions.* In clusters, the overall density of a single-family project, including open space, must comply with the maximum density requirement of the zoning district. However, individual lots have smaller area and setback requirements. Clusters are useful when infrastructure costs should be minimized or environmental features exist which should be protected.

■ Policies and
Actions

- *Single-Family Attached Development.* Here, single-family units comply with the minimum lot sizes of the zoning district, but have a common wall. The opposite side yard is ordinarily larger than normal. This housing type provides construction economies and more useful side yards.

- *Townhouses.* Townhouses, which are three or more attached units, can be developed as owner-occupied or rental housing. They provide construction and land use efficiencies, while continuing the sense of a single-family neighborhood.

In addition, Waverly should continue to monitor its subdivision regulations to examine areas in which it can modify design requirements without compromising neighborhood quality.